



COUNTY OF LOS ANGELES

DEPARTMENT OF CHILDREN AND FAMILY SERVICES

425 Shatto Place - Los Angeles, California 90020
(213) 351-5602

ANITA M. BOCK
Director

BOARD OF SUPERVISORS:
GLORIA MOLINA
YVONNE BRATHWAITE BURKE
ZEV YAROSLAVSKY
DON KNABE
MICHAEL D. ANTONOVICH

January 16, 2001

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Supervisors:

**JOINT RECOMMENDATION BY THE DIRECTOR OF
THE DEPARTMENT OF CHILDREN AND FAMILY SERVICES (DCFS),
THE DIRECTOR OF THE DEPARTMENT OF PUBLIC SOCIAL SERVICES
(DPSS) AND THE CHIEF PROBATION OFFICER OF THE PROBATION
DEPARTMENT TO APPROVE THE IMPLEMENTATION PLAN FOR FAMILY
PRESERVATION IN THE
LONG-TERM FAMILY SELF-SUFFICIENCY PLAN (PROJECT #33)
(ALL DISTRICTS) (3-VOTES)**

IT IS RECOMMENDED THAT YOUR BOARD:

1. Approve the implementation plan for Project #33, Family Preservation, of the Long-Term Family Self-Sufficiency Plan (LTFSS).

PURPOSE OF RECOMMENDED ACTION

On November 16, 1999, your Board instructed the Director of DPSS and the head of the lead County agency for each LTFSS project which requires Performance Incentives expenditures to submit to your Board a specific implementation plan for approval. The joint recommendation in this letter from DCFS and DPSS request approval of the implementation plan for LTFSS Project #33, Family Preservation.

JUSTIFICATION

This plan builds on the existing Family Preservation service delivery model to effect the Countywide expansion of Family Preservation services. Family

Preservation will be instrumental in helping certain families to reach their overall goal of family self-sufficiency. Los Angeles County has already developed Family Preservation services in nineteen communities. Six additional communities still need Family Preservation services.

Due to the significant number of children in foster placement and Family Preservation's impact on reducing the number of children going into placement, the Countywide expansion offers an opportunity to effectively and efficiently serve all areas of the County and expand services to Probation youth and their families, the medically fragile population, and the deaf population.

The Countywide expansion of Family Preservation will effectively offer specialized Family Preservation to the Asian/Pacific population and the American-Indian population through culturally and linguistically appropriate services. Additionally, the Countywide expansion of Family Preservation will ensure that services in those ZIP codes missed in the initial phases of the Family Preservation Program be funded.

FISCAL IMPACT

LTFSS Project #33, Family Preservation, will be funded with Performance Incentives funds, which have no net County cost.

FINANCING

The full funding level for Family Preservation identified in the LTFSS plan is \$17 million per year. As approved by your Board in the LTFSS plan, initiatives that require more than \$1 million per year in Performance Incentives funds are currently funded at 50% of need with the remaining 50% contingent on the continuation of Performance Incentives funding in future fiscal years. Accordingly, LTFSS allocation for Family Preservation (i.e., LTFSS project #33) is \$8.5 million per year for five years (\$42.5 million total for five years).

The Family Preservation Program currently serves 19 community groups and operates on a \$24 million dollar annual budget as a result of AB 546 State funds, Federal Title IV-B Family Preservation funds, and CalWORKs Single Allocation funds. The additional \$8.5 million in Performance Incentives funds will be sufficient to ensure the Countywide expansion of Family Preservation.

CalWORKs Performance Incentives funds will be designated specifically for certain CalWORKs participants. All Family Preservation cases will be matched with the funding streams using the WCMIS and GEARS databases.

The funding with the approval of the recommended Implementation Plan will be as follows:

- AB 546 State Funds and Federal Title IV-B Family Preservation funds will serve all clients not eligible for GAIN Family Preservation services or Performance Incentives Family Preservation services;
- Single Allocation funds will serve GAIN participants who have a welfare-to-work plan which includes Family Preservation services; and
- Performance Incentives funds will serve CalWORKs participants who do not have a welfare-to-work plan which include Family Preservation services.

Start-up funds will be made available from AB546 or Federal Title IV-B Family Preservation funds as allowed by Federal, State and local regulations during the start-up period for the first time Community Family Preservation Networks (CFPN) contractors to purchase Fixed Assets, to cover one-time only expenditures and to fund operating deficits as defined in Section 6.3 of the Family Preservation Agreement.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

The Family Preservation LTFSS project may use Performance Incentive funds to meet one of four TANF purposes. The four purposes of the Federal TANF Program are:

- 1) provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;
- 2) end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;
- 3) prevent and reduce the incidence of out-of-wedlock pregnancies; and,
- 4) encourage the formation and maintenance of two-parent families.

The Family Preservation Program is a service delivery approach that provides needed services and resources to children and families where children have been abused and/or neglected. The services have helped these troubled families stay together and assisted in keeping children safe in their own homes. Family Preservation services have also been used to assist Probation youth and their families so that those families could also be preserved.

The current contracts for Family Preservation services expire on June 30, 2001. The AB 546, CalWORKs Single Allocation and Performance Incentive funds will be utilized to re-bid and implement the Countywide expansion of the Family

Preservation Program. The target date for the Request for Proposals to be released is January 2001 with a May 2001 target date for your Board's approval of the bid awards. The implementation of the resulting contracts is scheduled for July 1, 2001.

This Board letter has been reviewed and approved as to form by County Counsel and the Chief Administrative Office.

IMPACT ON CURRENT SERVICES

Family Preservation services will be evaluated continuously to determine the scope, impact and quality of service to the families. Each agency will be monitored against goals and the case plans for individual children and families. Additionally, follow-up evaluation contacts will be made to families whose cases have been terminated to compare to the following measurable indicators:

- 75% of children remain home six months after termination of services;
- 60% of children remain home one year after termination of services;
- 50% decrease in average length of time children receiving services are in out-of-home care; and
- 60% of children returned home remain home two years after termination of services.

In addition to meeting the evaluation criteria for all LTFSS projects, the Family Preservation project will also measure the following indicators in order to assess the outcomes of this initiative:

- Child placement in out-of- home care
- Juvenile Probation violations
- Successful minor/family reunification after out-of- home placement

It is anticipated that Family Preservation will be efficient and effective in reducing probation and foster care placement. Further, Family Preservation will be instrumental in assisting in developing resources for DCFS and Probation clients and will empower and strengthen both families and communities. The Countywide expansion of Family Preservation services will serve as a vehicle to increase family functioning and long-term self-sufficiency and will allow for the integration of seamless and uniform services to County families in need.

If Performance Incentives funds become unavailable for this project, all the funding in the additional six communities will be shifted back to the nineteen communities currently receiving Family Preservation services.

Expanded Family Preservation services will be provided to families in the following groups:

Families Served per Month	
• Missing Zip Codes	61
• Asian/Pacific Family Preservation Network	20
• American-Indian/Alaskan Native	9
• Medically Fragile Population	47
• Deaf Population	13
• Phase VI-XI Family Preservation Expansion to include all Currently Unserved Communities	461
• Increase Families Served By Probation Family Preservation Services	93
Total:	804

It is anticipated that 611 DCFS families and approximately 193 Probation families will be served on an ongoing basis per month through this implementation plan using Performance Incentives funds.

CONCLUSION

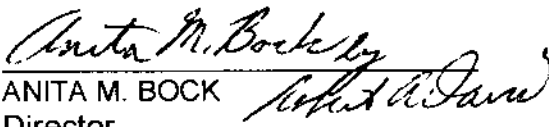
Upon approval of this request by the Board of Supervisors, it is requested that the Executive Officer/Clerk send an adopted copy of the Board Letter to:

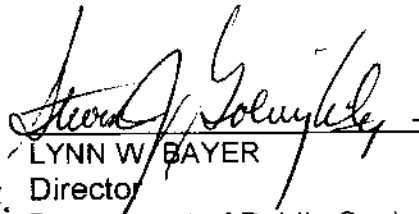
1. Office of County Counsel
Advice and Litigation Division
201 Centre Plaza Drive
Monterey Park, CA 91754

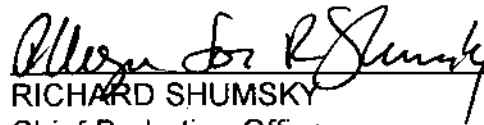
2. Chief Administrative Office
Executive Office
726 K. Hahn Hall of Admin.
500 W. Temple Street
Los Angeles, CA 90012

- | | |
|--|---|
| 3. Children's Planning Council
B-26 K. Hahn Hall of Admin.
500 W. Temple Street
Los Angeles, CA 90012 | 4. Interagency Council on
Child Abuse and Neglect
4024 N. Durfee Avenue
El Monte, CA 91732 |
| 5. Probation Department
9150 E. Imperial Hwy.
Downey, CA 90242 | 6. Sheriff's Department
4700 Ramona Blvd.
Monterey Park, CA 91754 |
| 7. District Attorney
18000 Criminal Courts Bldg.
210 W. Temple Street
Los Angeles, CA 90012 | 8. Department of Mental Health
550 S. Vermont Ave., 12 th Fl.
Los Angeles, CA 90020 |
| 9. Department of Health Services
313 N. Figueroa Street
Los Angeles, CA 90012 | 10. Department of Public
Social Services
12860 Crossroads Pkwy. So.
City of Industry, CA 91746 |
| 11. Department of Children
and Family Services
425 Shatto Place
Los Angeles, CA 90020 | |

Respectfully submitted,


ANITA M. BOCK
Director
Department of Children and Family
Services


LYNN W. BAYER
Director
Department of Public Social
Services


RICHARD SHUMSKY
Chief Probation Officer
Probation Department

**THE IMPLEMENTATION PLAN FOR FAMILY PRESERVATION
IN THE LONG-TERM FAMILY SELF-SUFFICIENCY PLAN (#33)**

OVERVIEW

On November 16, 1999, the Board of Supervisors unanimously approved the Long-Term Family Self-Sufficiency Plan (LTFSS) developed by the New Directions Task Force. The Plan is focused on families receiving benefits through the California Work Opportunity and Responsibility to Kids (CalWORKs) program, but also involves various services to other low-income families with children. The Plan includes 46 projects that address the five key aspects of long-term family self-sufficiency: good health, safety and survival, social and emotional well-being, economic well-being, and education/workforce readiness. Family Preservation in the LTFSS Plan is one of the 46 approved projects.

This initiative built on the existing Family Preservation Program in order to increase funding of the current Family Preservation Program to expand Family Preservation services to:

- include Family Preservation services to communities that do not currently have Family Preservation Networks;
- provide funding for Zip codes that were missed in communities where Family Preservation is already established;
- increase the availability of Family Preservation services to Probation youth and their families;
- provide funding for an Asian/Pacific Family Preservation Network and an American Indian Family Preservation Network; and
- increase capacity for services to deaf clients and the medically fragile.

In 1993, there were more than 38,000 children living in foster care in Los Angeles County. This represented a 100% increase in the number of children who have been placed outside their own home for their protection since 1985. In an effort to ensure that more children may safely remain in their own home, State legislation (AB 546) was initiated to allow counties to use a part of their Child Welfare funding for programs which prevent or limit unnecessary placement of children and youth in out-of-home care. In January 1991, Los Angeles County established a comprehensive group of community-based

networks and services to protect children while they remained within their homes. This is called the Family Preservation Approach.

Family Preservation is defined as an integrated, comprehensive approach to strengthening and preserving families who are at risk of or already experiencing problems in family functioning with the goal of assuring the physical, emotional, social, educational and cultural development of children in a safe and nurturing environment.

The planning and development of this unique program has been a broad-based community effort. The Family Preservation Services Committee, under the leadership of the County's Commission for Children and Family Services, and in cooperation with the Department of Children and Family Services (DCFS), the Department of Mental Health (DMH) and the Probation Department, has developed program goals and fundamental principles for the Family Preservation Approach with the help of a membership of public agencies, and private agencies and community groups. The Commission charged the Family Preservation Services Committee, with the task of developing the framework for the delivery of Family Preservation services in Los Angeles County to:

- build a community consensus around the effective service delivery model for Family Preservation in the County; and
- support public/private collaborative planning and service delivery efforts.

Existing Family Preservation funds include AB 546 State funds, Federal Title IV-B Family Preservation funds and Single Allocation funds as follows:

- Counties can use up to 25% of the county's State General Fund (SGF) allocation for foster care for Family Preservation services. The amount of the advance is based upon the foster care expenditures for the five years prior to the county's initial participation in the program. In addition, each year, an expenditure level is set based on the county's most recent five years of expenditures for foster care. If the county's SGF expenditures for foster care and Family Preservation are less than the expenditure target, the county shares in 25% of the savings; if the county's expenditures are more than 5% above the expenditure target, the county is responsible for 100% of the overage.
- There is a capped entitlement program under Title IV-B which funds community-based services to support families and services to alleviate crises that might lead to out-of-home placement of children. The Los Angeles County plan to utilize these funds to provide Family Preservation services expands the State program. According to the federal regulations, 10% of the funds are allocated for administration, 25% for Family Preservation and 65%

for Family Support. Funding is allocated based on the federal fiscal year. This requires a 25% match, which the State makes with existing State Family Preservation Program Funds.

- CalWORKs Single Allocation funds pay for welfare-to-work services for CalWORKs participants. This can include Family Preservation services, to the extent that Family Preservation services are incorporated into the individual participant's welfare-to-work plan.

IMPLEMENTATION OF PERFORMANCE INCENTIVES FOR FAMILY PRESERVATION

The Performance Incentive funds will be used for CalWORKs participants who are not otherwise eligible for Family Preservation services under Single Allocation funding which can only be used if a participant has a welfare-to-work plan which includes Family Preservation services.

The use of Performance Incentive funds will augment existing Family Preservation funds. The funds will help to ensure that eligible clients/participants throughout Los Angeles County are able to access services. This will be accomplished by creating a seamless funding system. The system combines AB 546 State Family Preservation funds, Federal Title IV-B Family Preservation funds, Single Allocation funds and Performance Incentive dollars.

Family Preservation can be instrumental in helping families to reach their overall goal of self-sufficiency. Los Angeles County has already developed 19 communities that are receiving Family Preservation services and there are six additional communities that still need Family Preservation services. The Board of Supervisors has approved funding in the amount of \$8.5 million through the LTFSS Plan to expand the Family Preservation Program to the additional communities, and otherwise expand the Family Preservation Program.

PROGRAM GOALS AND STRATEGIES

The Family Preservation Project in the LTFSS Plan will provide coordinated, multi-disciplinary, community-based services for CalWORKs and other low-income families who have experienced child abuse/neglect within their homes, or whose children are unable to remain in the community due to severe emotional disturbance or delinquency. Through this coordinated approach, families will be strengthened, thereby preventing placement of their children into foster care, or limiting out-of-home stays by expediting the safe return of children to their families, homes and communities.

The service delivery model of this initiative requires public, private and community agencies to organize into Community Family Preservation Networks (CFPNs). These CFPNs consist of:

- a comprehensive community system to provide services to CalWORKs and low-income families;
- a community Lead Agency to provide official leadership for the program;
- network member agencies who subcontract with the Lead Agency in the community to provide services;
- twenty-four hour crisis services by the community agencies; and
- a Community Advisory Council to provide a neutral point of accountability for collaborative efforts among agencies.

The Department of Children and Family Services and the Probation Department will refer their CalWORKs and low-income families and youth to the Community Network for child welfare and probation services. The County retains legal responsibility for adherence with State requirements for children and youth under their jurisdiction. Numerous safeguards are built into the program to ensure the safety of the children.

The strategies to do the community organizing work are as follows:

- The Family Preservation Policy committee of the Commission for Children and Family Services will be highly influential in planning and administering this initiative. The Commission is a citizen's advisory and oversight group that is appointed by the Board of Supervisors, that have a long history of political activism and advocacy in child welfare causes in Los Angeles. At present, the Family Preservation Policy Committee continues as an active DCFS/Commission committee that provides planning guidance and program oversight to the Family Preservation Program to:
 - recognize the existing community-based organizations;
 - work with family and child advocates;
 - obtain support from community leaders;
 - form new coalitions; and
 - change attitudes from competition to cooperation.

- Develop community forums to address questions regarding Family Preservation such as:
 - what is Family Preservation?;
 - how to address the remaining zip codes without Family Preservation services;
 - comments regarding all zip codes listed in phases VI through XI;
 - whether the geographic grouping as a community is appropriate based on the social, economic, cultural similarity of the target population served and a CFPN minimum capacity requirement; and
 - whether cities (zip code areas) may want to be a part of already existing CFPNs.

IMPLEMENTATION PROCESS

From January 1993 through December 1999, more than 66,397 children within DCFS families, which includes families served by both the Latino Family Preservation and Black Family Investment Projects, and 3,689 Probation youth have been served through the Family Preservation Approach. The primary goal remains the safety of children in their own homes and the safe return of children being reunited after periods of placements into foster care. A California State Department of Social Services-sponsored evaluation of the Los Angeles County Family Preservation Program lauded the "innovative, community-based approach to Family Preservation" and the "the Achievement of the fundamental principle of Culturally competent services."

The Family Preservation strategy of community engagement has organized more than 500 community organizations into 28 CFPNs consisting of schools, churches, boy's and girl's clubs, child development centers, substance abuse programs, and child welfare and mental health centers. These networks now cover more than 80% of the County. The initiative will expand Family Preservation services Countywide. Through this initiative, it is anticipated that 611 DCFS families and 193 Probation families per month will be served on an ongoing basis using Performance Incentives funds.

The amount provided to each community is determined by the number of children in these communities that are in out-of-home placement and the level of funding available. In previous years 27% (Countywide) of the total number of children in placement received services. However with additional funding, more children may safely remain in their own home by expanding the number of

children and families served and by expanding the availability of Family Preservation services Countywide.

Family Preservation's first phase began in the six communities where the greatest number of children were being placed out-of-home; Pacoima, South Central Los Angeles, Echo Park, Long Beach, East Los Angeles and Compton. Approximately 37% of all children placed in out-of-home care were from these six communities. Criteria used to prioritize services to these communities included the largest number of out-of-home placements, greatest need for services, and where the poverty level of children in these communities being the highest in Los Angeles County.

Four other phases encompassing 13 communities were developed using the same criteria; thus, five phases encompassing 19 communities served by 28 Lead Agencies are presently fully operational. This initiative (the coming six phases) covers six additional communities.

Expansion to new communities will require a Request for Proposal (RFP) and a bid process. This RFP will be issued as part of the Countywide RFP for the Family Preservation Program. This also includes the Asian/Pacific Family Preservation Network and the American Indian Family Preservation Network. The existing and the new or expanded Family Preservation Networks through this RFP could provide services to the deaf population and the medically fragile. Funding will increase Family Preservation services to Probation youth and their families.

The target date for the release of the RFP is January 2001 with a May 2001 target date for the Board of Supervisors' approval of the bid awards. The implementation is targeted for July 2001.

MEASURABLE INDICATORS

Family Preservation services will be evaluated continuously to determine the quality of service, impact of the services on the families and whether any services have been supplanted. Each agency will be monitored against above-mentioned seven goals and the case plans for individual children and families. Additionally, follow-up evaluation contacts will be made to families whose cases have been terminated to determine the following measurable indicators:

- 75% of children remain home six months after termination of services;
- 60% of children remain home one year after termination of services;
- 50% decrease in average length of time children receiving services are in out-of-home care;

- 60% of the children who returned home remain home two years after termination of services;
- child placement in out-of-home care;
- juvenile Probation violations; and
- successful minor/family reunification after out-of-home placement.

In addition, as an LTFSS project, additional evaluation criteria must be met in order to comply with the measurable indicator of the overall LTFSS plan.

ESTIMATED COST

The estimated cost for Performance Incentive Family Preservation is \$8.5 million per year for five years (\$42.5 million for five years).

The Family Preservation Program currently operates on a \$24 million annual budget as a result of AB 546 State funds, Federal Title IV-B Family Preservation funds, and Single Allocation funds. The additional \$8.5 million will be a sufficient increase to the program to effect the Countywide expansion of Family Preservation.

Family Preservation is currently serving nineteen community groups and the plan is to serve six additional community groups. When the plan is implemented, Family Preservation services will be provided Countywide.

Long-Term Family Self-Sufficiency Family Preservation funding will be designated specifically for certain CalWORKs families. All Family Preservation cases will be matched with the funding streams using the WCMIS and GEARS databases.

The funding with the approval of the recommended Implementation Plan will consist of the following:

- AB 546 State funds and Federal Title IV-B Family Preservation funds will serve all clients not eligible for GAIN Family Preservation services or Performance Incentives Family Preservation services;
- Single Allocation funds will serve GAIN participants who have a welfare-to-work plan, which includes Family Preservation services;
- Performance Incentives funds will serve CalWORKs participants who do not have a welfare-to-work plan, which includes Family Preservation Services.

If the LTFSS Performance Incentives funds become unavailable for this project, all the State funding in the additional six communities will be shifted back to the nineteen communities receiving Family Preservation services now.

SERVICE INTEGRATION STRATEGY

This strategy focuses on overall systems improvement through improving system coordination, responsiveness and capacity building. Family Preservation in the LTFSS Plan will encourage the sharing of allocated resources by multiple providers from different sectors to address the needs of certain CalWORKs participants.

EVALUATION PROCESS

Evaluation data collected for this project (LTFSS #33) will be in accordance with the Countywide LTFSS evaluation report. The measurable indicators, analysis of data and reporting of evaluation results will be consistent with the following Countywide evaluation goals:

- To evaluate the success of the LTFSS Program in terms of assisting CalWORKs and low income families to achieve and maintain self-sufficiency in relation to the identified outcomes, vision, and key project elements.
- To monitor the effectiveness of the various projects and services included in the Plan to both track progress and to guide future programmatic, fiscal, and operational decisions.
- To complement other Los Angeles County evaluation efforts related to initiatives that help children and families achieve and maintain self-sufficiency.